

RNTPC Paper No. A/I-TCE/1
for Consideration by the Rural
and New Town Planning Committee
on 6.11.2020

APPLICATION FOR PERMISSION
UNDER SECTION 16 OF THE TOWN PLANNING ORDINANCE

APPLICATION NO. A/I-TCE/1

<u>Applicant:</u>	Hong Kong Housing Authority
<u>Site:</u>	Government Land at Area 99, Tung Chung, Lantau Island
<u>Site Area:</u>	About 32,600m ²
<u>Land Status:</u>	Government Land
<u>Plan:</u>	Approved Tung Chung Extension Area Outline Zoning Plan (OZP) No. S/I-TCE/42
<u>Zoning:</u>	“Residential (Group A)3” (“R(A)3”) - Restricted to a maximum plot ratio (PR) of 6.4 and a maximum building height (BH) of 125mPD with a minor relaxation clause
<u>Application:</u>	Proposed Minor Relaxation of PR Restriction for Permitted Public Housing Development and Proposed Public Vehicle Park (PVP)

1. The Proposal

- 1.1 The applicant seeks planning permission for minor relaxation of PR restriction for a permitted public housing development with a Public Transport Interchange (PTI) and for the proposed PVP at the application site (the Site) (**Plan A-1a**). The Site zoned “R(A)3” on the OZP is subject to a maximum PR of 6.4. According to the Notes of the OZP for the “R(A)3” zone, ‘Flat’ and ‘Public Transport Terminus or Station (excluding open-air terminus or station)’ are always permitted while ‘Public Vehicle Park (not elsewhere specified, excluding container vehicle)’ is a Column 2 use which requires planning permission from the Town Planning Board (the Board). Based on the individual merits of a development proposal, minor relaxation of PR restriction may be considered by the Board on application under s.16 of the Town Planning Ordinance. The proposed minor relaxation of PR from 6.4 to 6.7 (or 4.7% increase) requires planning permission of the Board.
- 1.2 According to the applicant’s proposal, the proposed development comprises four 41-storey (Blocks 1 to 4) and one 15-storey (Block 5) public housing blocks and a 1-storey PTI with a 1-storey basement PVP (with 80 private car parking spaces) underneath. According to the applicant, the proposed increase in PR would allow addition of 1,256 flats (total provision of 4,800 flats). The Site is accessible via Ying Tung Road to the south and separate accesses will be provided for the

proposed public housing development, PTI and PVP (**Drawing A-1**). The ~~piling~~ **piling** works of the Site has been commenced by the applicant in March 2020 and the proposed development is scheduled for completion in 2023/2024 tentatively.

- 1.3 The proposed Master Layout Plans, Section Plans, Landscape Master Plans and photomontages of the proposed development are at **Drawings A-1 to A-9** while the major development parameters are summarised in the following table:

Site Area	About 32,600m ²
Gross Floor Area (GFA) ^{Note 1}	Total: Not more than 214,400m ² Domestic: Not more than 208,000m ² Non-domestic: Not more than 6,400m ²
PR	Total: 6.7 Domestic: Not more than 6.5 Non-domestic: Not more than 0.2
Number of Blocks	Public Housing: 5 (Blocks 1 to 5) PTI and PVP: 1
Number of Storeys	Public Housing (Blocks 1 – 4): 41 Public Housing (Block 5): 15 (with 2-storey underground ancillary car park) PTI and PVP: 1 (with 1-storey basement PVP)
BH	Not exceeding 125mPD
Number of Flats	About 4,800
Population	About 14,800 14,800
Educational Facilities	One 11-classroom kindergarten
Recreational Facilities	One badminton court, one basketball court and two table tennis tables
Children's Play Area	Not less than 1,190m ²
Open Space	Not less than 14,800 14,880 m ²
Green Coverage	Not less than 30%
Parking Spaces in the Proposed PVP	Public Car Parking Spaces: 80
Ancillary Parking and Loading/ Unloading Spaces for the Proposed Public Housing Development	Private Car Parking Spaces: 209 (including 25 for visitors and 20 for non-domestic portion) Motorcycle Parking Spaces: 39 Light Goods Vehicle Parking Spaces: 21 Loading/Unloading Spaces: 9 Bicycle Parking Spaces: 320

Note 1: Calculation based on the Net Site Area of 32,000m²

- 1.4 In support of the application, the applicant has submitted the following documents:

- (a) Application form received on 17.9.2020 **(Appendix I)**
- (b) Supporting Planning Statement, Schematic Drawings, Landscape Master Plan & Open Space Demarcation Plan, Water Supply Impact Assessment (WSIA), Drainage Impact Assessment (DIA), Sewerage Impact Assessment (SIA), Traffic Impact Assessment (TIA) and Preliminary Environmental Review **(Appendix Ia)**
- (c) Further information (FI 1) dated 23.10.2020 providing **(Appendix Ib)**

responses to departmental comments (*accepted and exempted from publication and recounting requirement*)

- (d) Further information (FI 2) dated 28.10.2020 providing responses to departmental comments (*accepted and exempted from publication and recounting requirement*) **(Appendix Ic)**

2. Justification from the Applicant

The justifications put forth by the applicant in support of the application are detailed in the Supporting Planning Statement and the FI (**Appendices Ia to Ic**). They can be summarised as follows:

- (a) the proposed public housing development is to meet the acute demand for public housing. The proposed increase in overall PR to 6.7 is in line with government's policy on enhancing development intensity of public housing sites;
- (b) the proposed PVP is in light of the policy of increasing parking spaces promulgated in 2017 Policy Address and to meet the parking demand in the district;
- (c) the proposed PR and BH are compatible with the high-density residential developments (such as Ying Tung Estate, Century Link and The Visionary) in the vicinity;
- (d) the proposed scheme does not involve alteration to the designated Non-building Area (NBA) within the site which serves as breezeway, view corridor and public access. Landscape areas are provided on G/F and podium levels of the proposed development and a minimum 30% of green coverage will be achieved. Besides, the proposed development does not involve significant change to the bulk of the podium and blocks and complies with the statutory BH restriction. As demonstrated in the photomontages (**Drawings A-7 to A-9**), the proposed development will not cause significant change in urban design, visual and landscape impacts;
- (e) the disposition, layout and innovative design (e.g. Modular Integrated Construction) of the building blocks have been specifically designed in response to the Site to optimize the development potential while addressing various environmental and technical aspects in minimising the impacts; and
- (f) various technical assessments, including DIA, SIA, WSIA, TIA and Preliminary Environmental Review have been conducted to demonstrate that the proposed development would not induce adverse impacts on drainage, sewerage, fresh and salt water supply, traffic and environmental aspects. The capacity of Tung Chung Line will also be sufficient to cater for the future population of the Site.

3. Compliance with the "Owner's Consent/Notification" Requirements

As the Site involves government land only, the "owner's consent/notification"

requirements as set out in the Town Planning Board Guidelines on satisfying the “Owner’s Consent/Notification” Requirements under Sections 12A and 16 of the Town Planning Ordinance (TPB PG-No. 31) are not applicable.

4. Background

- 4.1 To optimise the use of public housing land, the 2014 Policy Address announced that the maximum domestic PR for housing sites in New Town would be raised by 20% (i.e. from 5 to 6). On the Recommended Outline Development Plan of the Tung Chung New Town Extension (TCNTE) Study, domestic PR of 6 and non-domestic PR 0.4 had been proposed for the Site. To allow design flexibility, a maximum total PR of 6.4 is stipulated in the OZP Notes of the subject “R(A)3” zone.
- 4.2 In December 2018, the Chief Executive in Council endorsed the policy to enhance the development intensity of public housing sites, that the domestic PR for public housing sites in Density Zone 1 should be allowed to increase by up to 30% (i.e. from 5 to 6.5) where their technical feasibility permits. The policy also allows flexible deployment of non-domestic PR for domestic use such that any unused non-domestic PR could be utilised for public housing development to an extent that the resultant domestic PR would not exceed its maximum by up to 30%.
- 4.3 According to the adopted Tung Chung Extension Area Outline Development Plan No. D/I-TCE/1 (the ODP), there is a 20m-wide NBA designated within the Site, serving breezeway, view corridor and pedestrian connection purposes (**Plan A-1b**).
- 4.4 The Planning Brief for the public housing development in Area 99 with overall PR of 6.7 (with a domestic PR of 6.5 and a non-domestic PR of 0.2) was approved by New Territories District Planning Conference on 30.5.2019.

5. Previous Application

There is no previous application at the Site.

6. Similar Application

There is no similar application within “R(A)” zone of the OZP.

7. The Site and Its Surrounding Areas (Plans A-1a to A-4)

7.1 The Site is:

- (a) accessible from and situated at the north of Ying Tung Road;
- (b) currently a construction site let to the applicant under Short Term Tenancy (STT) for the proposed development; and

- (c) within 500m walking distance to the proposed Tung Chung East Station.

7.2 The surrounding areas have the following characteristics:

- (a) to the north and northwest of the Site are the planned open space in Area 16 (Linear Park) and the proposed public housing development in Area 103 (subject to a maximum PR of 5.4 and maximum BH of 110mPD);
- (b) to the northeast across the proposed Road L4 is another proposed public housing development in Area 100 (subject to a maximum PR of 6.9 and a maximum BH of 140mPD) currently under construction by the applicant;
- (c) to the south across Ying Tung Road is the existing Ying Tung Estate (about 125mPD) and the “Government, Institution or Community” (“G/IC”) site in Area 89 which is reserved for the development of one primary school and one secondary school and currently occupied by CEDD site office; and
- (d) to the southwest of the Site is the proposed sewage pumping station in Area 104 and the existing private residential developments, including Century Link (about 95mPD) and The Visionary (about 124mPD).

8. **Planning Intention**

- 8.1 The planning intention of the “R(A)” zone is primarily for high-density residential developments. Commercial uses are always permitted on the lowest three floors of a building or in the purpose-designed non-residential portion of an existing building.
- 8.2 According to the Explanatory Statement of the OZP, to provide flexibility for innovative design adapted to the characteristics of particular sites, minor relaxation of PR/BH restrictions of the “R(A)” sub-areas may be considered by the Board through planning permission system. Each application would be considered on individual merits.

9. **Comments from Relevant Government Departments**

Land Administration

- 9.1.1 Comments of the District Lands Officer/Islands, Lands Department (DLO/Is, LandsD)
 - (a) no in-principle objection to the application; and
 - (b) the Site is a piece of Government land, covering an area of 32,600m² or thereabouts, currently let to the applicant under STT No. CX2867 for a fixed term of 4 years commencing on 24.3.2020 and thereafter quarterly for the purposes of a works site for carrying out site

formation, foundation, building and associated works as are necessary for the development of the Site as a public housing development in accordance with the approved Planning Brief or any amendments thereto. As applied by Housing Department, his office is processing a supplementary agreement to the STT to revise the extent of the STT boundary.

Urban Design

9.1.2 Comments of the Chief Town Planner/Urban Design and Landscape, Planning Department (CTP/UD&L, PlanD):

Visual and Air Ventilation

- (a) the Site falls within an area zoned “R(A)3” on the approved Tung Chung Extension Area OZP No. S/I-TCE/2, subject to a maximum PR of 6.4 and maximum BH of 125mPD. The application seeks planning permission for proposed minor relaxation of maximum overall PR from 6.4 to 6.7 for public housing development and proposed PVP at the Site. Based on individual merits of a development proposal, minor relaxation of the PR may be considered by the Board on application under section 16 of the Town Planning Ordinance;
- (b) the Site is bounded by the proposed district open space in Area 16 to the west, the proposed Road L4 to the east, and Ying Tung Road to the south. To the northwest across the proposed district open space in Area 16 is another public housing development in Area 103 subject to a maximum PR 5.4 and a maximum BH of 110mPD. To the east across the proposed Road L4 is Area 100 subject to a maximum PR 6.9 and a maximum BH 140mPD. To the south across Ying Tung Road are the existing Ying Tung Estate and the planned site for schools in Area 89; and
- (c) the proposal has incorporated a number of urban design concepts including varying BH profile, connectivity with the proposed district open space in Area 16, maximisation of greenery and provision of a 20m-wide NBA to serve as breezeway and view corridor to improve air ventilation, maximise pedestrian comfort and visual permeability. The proposed BH of not exceeding 125mPD is in compliance with the OZP BH restriction and the stepped BH profile of Tung Chung Extension Area would be maintained. It is noted that the proposed footbridges and landscape deck would be of minimalist and permeable design with simple open railing and no cover on the upper level. Given the site context and as illustrated in the supporting visual materials (**Drawing A-7 to A9**), the proposal is considered not incompatible with the planned developments of the area and significant visual and air ventilation impacts are not anticipated.

9.1.3 Comments of the Chief Architect/CMD2, Architectural Services Department (CA/CMD2, ArchSD):

- (a) it is noted that the proposed public housing development consists of four blocks of 41-storeys with BH of 124.19mPD and one block of 15-storeys including 2-storeys ancillary car park at basement levels with BH of 46.64mPD, which does not exceed BH restriction of 125mPD. It may not be incompatible with adjacent residential developments with BH restriction ranging from 110mPD to 140mPD;
- (b) the residential buildings (Block 1 to Block 4) length is more than 60m, which may have adverse impact on air ventilation and visual permeability. The applicant is advised to comply the building separation requirements of the design guidelines promulgated on Practice Note for Authorized Persons, Registered Structural Engineers and Registered Geotechnical Engineers APP-152; and
- (c) it is noted that some of the façade area are facing west. Solar control devices should be considered to reduce solar heat gain and avoid glare to the surrounding developments as far as practicable.

Landscape

9.1.4 Comments of the CTP/UD&L, PlanD:

- (a) no objection to the application from landscape planning perspective in view that no significant adverse landscape impact arising from the proposed development is envisaged and adequate landscape provisions are proposed to enhance the landscape quality of the development;
- (b) according to the aerial photo of 2019, the Site is a reclaimed land and no existing tree is observed within the Site. The Site is situated in a “Reclamation/ Ongoing Major Development” landscape character surrounded by high-rise residential developments to the south and ongoing developments of Tung Chung Extension Area to the north, east and west. The proposed development is considered not incompatible with the landscape setting of the surrounding environment; and
- (c) with reference to the Supporting Planning Statement (**Appendix Ia**), an overall of not less than 14,880m² of Local Open Space is proposed for the design population of about 14,880 and a minimum of 30% of green coverage will also be provided within the proposed development. According to the Landscape Master Plans (**Drawings A-5 to A-6**), different active and passive recreational facilities, including planting areas, seating areas, communal play area, fitness area, ball courts, etc., are proposed on G/F and podium levels for enjoyment of the residents.

Traffic

9.1.5 Comments of Commissioner for Transport (C for T):

- (a) no objection to the application and no comment on the TIA submitted by the applicant which indicates that the proposed development will have no insurmountable traffic impact on the surrounding road network with provision of improvement measures at local junctions to be implemented by CEDD under TCNTE project;
- (b) policy support had been given by Transport and Housing Bureau for the PVP. The proposed PVP is in line with the Policy Addresses in 2017 and 2018 that suitable measures would be implemented to increase parking spaces in various districts having regard to the local situation in order to combat illegal parking, and public car parking spaces in suitable public housing developments would be provided to respond public aspiration; and
- (c) the following condition should be stipulated if the application is approved: the design and provision of vehicular access, car parking and loading/unloading facilities to the satisfaction of the Commissioner for Transport or of the Town Planning Board.

Civil Aviation

9.1.6 Comments of the Director-General of Civil Aviation (DG of CA):

- (a) no comment from Airport Height Restriction (AHR) perspective given to understand that the maximum BH of 125mPD will not exceed the restricted height (more commonly known as AHR) prescribed under the Hong Kong Airport (Control of Obstructions) Ordinance (Cap. 301). The applicant is reminded that no part of building or buildings or other structure or equipment erected or to be erected within the Area (or any addition or fitting to such building or buildings or structure or equipment) shall exceed AHR limits;
- (b) since the proposed development is in the vicinity of the Hong Kong International Airport (HKIA), provision of all lightings of the proposed conceptual layout options shall not affect the aviation safety. All lights, including those installed for construction works, shall not be projecting skyward or liable to cause glare or dazzle to pilots in flight; and
- (c) since the Site is in close proximity to the HKIA, which is a very busy airport operating on a 24-hour basis, it will be inevitable that the Site may be subject to aircraft noise due to overflights of approaching and departing aircraft. His department received noise complaints from residents of Tung Chung area from time to time. Taking this into consideration, the applicant is recommended to review the building design features and consider the use of acoustic insulation to enhance the indoor noise environment.

District Officer's Comments

9.1.7 Comments of the District Officer/Islands, Home Affairs Department (DO/Is, HAD):

no comment on the application and her office did not receive any public comments regarding the application.

9.2 The following government departments have no objection/ no comment on the application:

- (a) Director of Environmental Protection (DEP);
- (b) Head of Sustainable Lantau Office, Civil Engineering and Development Department (H(SLO), CEDD);
- (c) Head of Geotechnical Engineering Office, Civil Engineering and Development Department (H(GEO), CEDD);
- (d) Chief Engineer/Hong Kong and Islands, Drainage Services Department (CE/HK&Is, DSD);
- (e) Chief Engineer/Construction, Water Supplies Department (CE/C, WSD);
- (f) Chief Highway Engineer/New Territories East, Highways Department (CHE/NTE, HyD);
- (g) Chief Engineer/Railway Development Office, Highways Department (CE/RDO 2-2, HyD);
- (h) Chief Building Surveyor/New Territories East (1) and Licensing, Buildings Department (CBS/NTE(1)&L);
- (i) Director of Social Welfare (DSW);
- (j) Director of Food, Environmental and Hygiene (DFEH);
- (k) Director of Electrical and Mechanical Services (DEMS);
- (l) Director of Leisure and Cultural Services (DLCS);
- (m) Director of Fire Services (D of FS);
- (n) Commissioner of Police (C of P); and
- (o) Controller, Government Flying Service (Contr, GFS).

10. Public Comments Received

During the first three weeks of the statutory public inspection period which ended on 16.10.2020, four public comments from individuals were received. Two of them supports the application mainly on the grounds that it could efficiently utilize the scarce land resources and alleviate the shortage of parking spaces and illegal parking. One commenter raises concerns on the provision of open space, recreational facilities and G/IC facilities within the proposed public housing development, while the remaining commenter expresses that the building block layout of the proposed public housing development is not compatible with other existing residential developments in the area.

11. Planning Considerations and Assessments

11.1 The application is for minor relaxation of PR of the Site from 6.4 to 6.7 (+4.7%) and the proposed PVP. The proposed scheme to increase the permitted PR to 6.5 for domestic use (to allow the provision of additional 1,256 flats) is in line with the

government's policy of enhancing the development intensity of public housing sites to increase housing supply as mentioned in paragraph 4.1.

- 11.2 With the increase in PR, the BH of the proposed scheme will be maintained at 125mPD which is in compliance with the OZP BH restriction. The proposal has incorporated a number of urban design concepts including varying BH profile, connectivity with the proposed open space in Area 16, maximisation of greenery and provision of a 20m-wide NBA to serve as breezeway and view corridor to improve air ventilation and maximise pedestrian comfort and visual permeability. The stepped BH profile of Tung Chung Extension Area would be maintained. Adequate landscape provisions are proposed to enhance the landscape quality of the proposed development. In this regard, CTP/UD&L, PlanD considers the proposal not incompatible with the planned development in the area and significant visual, air ventilation and landscape impacts are not anticipated.
- 11.3 The proposed PVP with 80 private car parking spaces is in line with the Policy Addresses in 2017 and 2018 that suitable measures would be implemented to increase parking spaces in various districts having regard to the local situation in order to combat illegal parking, and public car parking spaces in suitable public housing developments would be provided to respond public aspiration. C for T has no objection to the application and no comment on the TIA which indicates that the proposed development will have no insurmountable traffic impact on the surrounding road network with provision of improvement measures at local junctions to be implemented by CEDD under TCNTE project.
- 11.4 WSIA, DIA, SIA and Preliminary Environmental Review have also been conducted for the proposed scheme and demonstrated that no adverse water supply, drainage, sewerage, and environmental impacts will be caused by the proposed development to the surrounding areas. Relevant departments have no adverse comment on the respective aspects. Besides, to address comments of DG of CA and CA/CMD2, ArchSD, relevant advisory clauses are recommended in **Appendix III**.
- 11.5 The proposed scheme will lead to an increase of design population from 10,845 to 14,880 (an increase of 4,035). Taking into account the requirement of Hong Kong Planning Standards and Guidelines (HKPSG) and the advice of relevant bureaux/departments, the overall planned provision of the Government, Institution and Community (GIC) facilities will be adequate to serve the need of the existing and new population in Tung Chung New Town and its extension including the Site. Apart from the educational and recreational facilities to be provided within the Site, other GIC facilities including elderly centres, children and youth centre, community centre for mental wellness and kindergartens will also be provided in the two neighbouring public housing developments in Area 100 and Area 103.
- 11.6 Regarding the public comments to the application as summarized in paragraph 10 above, the planning assessment in paragraphs 11.1 to 11.5 above are relevant.

12. Planning Department's Views

- 12.1 Based on the assessment made in paragraph 11 above, the Planning Department has no objection to the application.

Should the Committee decide to approve the application, it is suggested that the permission shall be valid until 6.11.2024, and after the said date, the permission shall cease to have effect unless before the said date, the development permitted is commenced or the permission is renewed. The following condition of approval and advisory clauses are also suggested for Members' reference:

Approval Condition

the design and provision of vehicular access, car parking and loading/unloading facilities to the satisfaction of the Commissioner for Transport or of the Town Planning Board.

Advisory Clauses

The recommended advisory clauses are attached at **Appendix III**.

- 12.2 There is no strong reason to recommend rejection of the application.

13. Decision Sought

- 13.1 The committee is invited to consider the application and decide whether to grant or refuse to grant permission.
- 13.2 Should the Committee decide to approve the application, Members are invited to consider the approval condition(s) and advisory clause(s), if any, to be attached to the permission, and the date when the validity of the permission should expire.
- 13.3 Alternatively, should the Committee decide to reject the application, Members are invited to advise what reasons for rejection should be given to the applicant.

14. Attachments

Appendix I

Appendix Ia

Application form received on 17.9.2020

Supporting Planning Statement, Schematic Drawings, Landscape Master Plan (MLP) & Open Space Demarcation Plan, Water Supply Impact Assessment, Drainage Impact Assessment (DIA), Sewerage Impact Assessment (SIA), Traffic Impact Assessment (TIA) and Preliminary Environmental Review

Appendix Ib

Further information (FI 1) dated 23.10.2020 providing responses to departmental comments

Appendix Ic

Further information (FI 2) dated 28.10.2020

Appendix II	providing responses to departmental comments
Appendix III	Public comments
Drawings A-1 to A-2	Advisory clauses
Drawings A-3 to A-4	Master Layout Plans
Drawings A-5 to A-6	Section Plans
Drawings A-7 to A-9	Landscape Master Plans
Plan A-1a and A-1b	Photomontages
Plan A-2	Location Plans
Plan A-3	Site Plan
Plan A-4	Aerial Photo
	Site Photos

**PLANNING DEPARTMENT
NOVEMBER 2020**